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C O N F I D E N T I A L SECTION 01 OF 02 TAIPEI 001509

SIPDIS

STATE FOR EAP/TC AND IO/T; GENEVA FOR HOHMAN; MONTREAL FOR ICAO

E.O. 12958: DECL: 12/16/2019

TAGS: [EAIR](#) [PREL](#) [WHO](#) [TW](#)

SUBJECT: LATEST TAIWAN THINKING ON ICAO, WHO PARTICIPATION

REF: A. RANK-MANN 12/18 E-MAIL

[1](#)B. TAIPEI 1484

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Classified By: Director Bill Stanton for reasons 1.4(b/d)

[1](#)1. (C) Summary: Taiwan believes that meaningful participation in ICAO would include observing its decision-making bodies and technical meetings, participating in mechanisms such as the Public Key Directory (PKD), and being able to contact ICAO and its Asia Pacific (APAC) office directly, according to the Foreign Ministry official responsible for international organizations. Taiwan hoped the United States would offer public support for Taiwan's effort well in advance of the September, 2010 ICAO Assembly meeting. Taiwan also hoped to be able to make a humanitarian donation of H1N1 vaccine even as the WHO worked through the difficult political issues involving Taiwan's participation. End Summary.

What Is "Meaningful" ICAO Participation?

[1](#)2. (C) Ministry of Foreign Affairs International Organizations Director General Paul Chang briefed AIT Pol Chief on December 17 on Taiwan's efforts to gain meaningful participation in the International Civil Aviation Organization (ICAO). Chang presented a non-paper entitled "Taiwan seeks Observership and Meaningful Participation in ICAO," (ref A) and made clear that participating as an observer at the September 2010 ICAO Assembly meeting was only one aspect of "meaningful participation." Taiwan also hoped to observe ICAO technical meetings, participate in ICAO mechanisms such as the Public Key Directory (PKD) and to have direct contact with ICAO and its Asia Pacific (APAC) office.

[1](#)3. (C) Between now and the September 2010 Assembly, Chang said, Taiwan would seek support for its position from diplomatic allies and partners, such as the United States, as well as foreign legislatures, and NGOs and scholars. As part of this effort, Taiwan hoped the United States would look for specific opportunities to offer public support. The United States was a world leader, he stressed, and other countries would take their lead from Washington. Noting the time it took to secure WHA observership, Chang said it was essential to move quickly.

[1](#)4. (C) Pol Chief agreed to convey Chang's points to Washington and to confirm whether the U.S. shared Taiwan's view of what constituted "meaningful" participation in ICAO. MOFA had identified a point of contact for ICAO issues in its representative office in Ottawa (ref A), Chang said, who

hoped to establish regular dialogue with a counterpart at the U.S. Consulate General in Montreal. Chang agreed that cross-Strait dialogue needed to play a central role in any successful ICAO strategy.

WHO: De-Link Humanitarian from Political  
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15. (C) Turning to WHO issues, Chang noted that a PRC representative in Geneva had reacted strongly to the suggestion that Taiwan take part in the January, 2010 WHO Executive Board meeting as an observer (ref B). A technical expert from Taiwan's Department of Health had made this suggestion, Chang said, not understanding that the PRC might interpret it as politically motivated. Given the PRC over-reaction, Taipei would not press the idea, even though there were good technical reasons for Taiwan to take part.

16. (C) More worrisome was the contention by the PRC representative in Geneva ("Ms. Liu") that there was a cross-Strait agreement that Taiwan could participate in the annual WHA meeting, but otherwise would be allowed no other participation in WHO meetings, mechanisms and structures, Chang said. Taiwan had not and would not agree to such a deal, he insisted. What was not clear was whether Ms. Liu's assertion represented her personal view or PRC policy.

17. (C) The possibility that Taiwan would be unable to contribute H1N1 vaccines via the WHO was of more immediate concern, Chang said. While the WHO would need to work through some sensitive political issues, he noted, it had handled similar problems in the past. Taiwan's Department of Health would continue to work to have Taiwan pre-qualified to make a donation. Chang said he hoped what was a purely humanitarian effort would be de-linked from the thorny

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political issues that surrounded the rest of Taiwan's involvement with the WHO.  
STANTON